

# WIA Youth Common Performance Measures

# Background

- OMB-led Common Performance Measures Across Employment and Training Programs
  - Agreed upon by DOL and other agencies
  - Originally defined by DOL in TEGL 15-03 in Dec. '03
  - DOL published final policy guidance in TEGL 28-04 in April '05 which replaces 15-03
- These common measures will eventually replace the WIA measures – once reauthorization occurs

# Implementation

- Given that WIA reauthorization has not occurred, the current WIA youth measures will be used for accountability purposes in PY 2005
- This means reporting on current WIA youth measures and beginning of data collection for common measures in PY 2005
  - This will allow for a “transition” year (or two) of data collection for the common measures

# Implementation

- DOL began implementation of youth common measures (reporting purposes only) in PY 2005 (July 1, 2005)
- Data collected through revised reporting instruments (WIASRD, Qtrly & Annual Reports)
  - Reporting Instructions published in Federal Register in March '05 and approved by OMB in May '05

# Implementation

- Reporting for PY 05:
  - 7 current WIA youth measures (4 OY and 3 YY) – negotiate on these for accountability
  - First 2 youth common measures (placement and certificate)
  - Lit/Num common measure encouraged, but not required in '05 (required in PY 06)
    - Only youth who enroll on or after July 1 of year of lit/num implementation are included
  - No negotiation on common measures in PY 05

# Job Training Common Measures for Youth Programs

- Will include all youth, no distinction between younger/older
- 1) Placement in Employment, Education, or Training
- 2) Attainment of a Degree/Certificate
- 3) Literacy/Numeracy Gains
- 4) Efficiency (federal level only, not reported by states/local areas)

# Program Participation

- A *participant* is an individual who is determined eligible to participate in a program and receives a service funded by the program
- The *participation date* is the date the first service is received after the individual is determined eligible
- An individual must be a *participant* in order to count in the performance calculations

# Program Exit

- Exit occurs when a participant does not receive a service (funded by program or partner program) for 90 consecutive days
- There is no more concept of “hard exit” only what was a “soft exit”
- The *exit* date is the date of the last service for the *participant*
- For measures using UI wage records, the *exit* quarter is the quarter containing the *exit* date

# Programmatic Implications of Soft Exit only on 12 Month Follow-Up

- Youth program has 12 month follow-up requirement triggered at exit
- If soft exit only, do you lose first 3 months of follow-up after last service? – No
- Local programs should know when a service is expected to be the last service
- Follow-up begins after expected last service – if only follow-up services for next 90 days, then an exit; if need additional services, they're provided & no exit – creates window to ensure success

# Global Exclusions

- Reasons for exclusions from all measures (current and common):
  - Institutionalized
  - Health/Medical or Family Care
  - Deceased
  - Reservists called to active duty
  - Relocated to a mandated residential program (such as foster care)

# Planned Gap in Service

- Participants w/ planned gap in service of greater than 90 days should not be exited if gap is due to one of the following:
  - Delay before beginning of training
  - Health/medical condition
  - Temporary move from area that prevents individual from participating

**TEGL 15-03**  
**Old Policy**

**TEGL 28-04**  
**New Policy**

**YOUTH MEASURES**

**Placement in Employment/Education**

- Excluded individuals in secondary school at exit from performance calculations

- Individuals in secondary school at exit are now included in the measure
- Permits grantees to use wage records and supplemental data

**Attainment of Degree or Certificate**

- Excluded individuals in secondary school at exit from performance calculations

- Individuals in secondary school at exit are now included in the measure
- Clarifies the definition of Diploma
- Includes degrees/certificates awarded by tribally-controlled colleges and universities

**Literacy and Numeracy Gains**

- Included all in-school and out-of-school youth who were basic skills deficient

- In-school youth are now excluded from the measure
- Provides additional guidance on providing *reasonable accommodations* for testing youth with disabilities

**Program Efficiency**

- Identified as a core common measure

- Eliminates Program Efficiency as a reportable measure at the grantee level

# Placement in Employment or Education

Of those who are not in any of the following at date of participation - post-secondary education, employment, or the military:

Number of participants in employment or the military or enrolled in post-secondary education and/or advanced training/occupational skills training in the quarter after exit

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Number of exiters

## Placement (cont.)

- Those in secondary school at exit are now included
- Individuals in post-sec, employment, military at date of participation are excluded
  - Status at date of participation based on information collected from participant
- Advanced Training definition is more long-term, outcome oriented

# Comparison to Current Measures

- Similar to current YY Retention measure in that it recognizes the same outcomes – improvement from OY Entered Employment
- However, it includes first quarter after exit only – no concept of retention or earnings change in common measures for youth programs
- Tighter definition of Advanced Training
- ISY now included even if still in school at exit

# Degree/Certificate Attainment

Of those enrolled in education at participation  
or any time during the program:

Number attaining a diploma, GED or certificate  
by the end of the 3<sup>rd</sup> quarter after exit

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Number of exiters

## Attainment of Degree/Certificate (cont.)

- Education refers to those in secondary, post-secondary, adult education, or any other organized program of study
- Those in secondary school at exit are now included in the measure
- Diplomas, GEDs, or certificates can be obtained while a person is still receiving services or at any point prior to the end of the 3<sup>rd</sup> quarter after exit

# Definition of Certificate

A certificate is awarded in recognition of an individual's attainment of measurable technical or occupational skills necessary to gain employment or advance within an occupation. These technical or occupational skills are based on standards developed or endorsed by employers. Recognition of generic pre-employment and/or work readiness skills are not considered certificates.

# Definition of Certificate (cont.)

- Awarding Institutions include:
  - A State educational agency
  - Institution of higher education
  - Professional, industry or employer organization or a product manufacturer
  - Registered apprenticeship program
  - Public regulatory agency
  - A program approved by the Dept of Veterans Affairs
  - Office of Job Corps
  - Indian Tribe Higher Education Institution

# Certificate Measure – Work Readiness

## Credentials OK if ...

- Must be awarded by a state educational agency, an institution of higher learning, or an employer organization;
- Use reliable and valid procedures to assess at least 2 foundation academic competencies (reading, writing, mathematics, critical thinking, communication, etc.) and at least 2 workplace competencies (teamwork, ethics, customer service/focus, problem-solving, decision-making, use of computers, etc.);
- Have been developed and/or endorsed by business.
- ETA is currently working to fully define content areas within foundation academic and workplace competencies and will issue guidance that explain the criteria.

# Definition of Diploma

- The term “diploma” was not defined in the original guidance
- Diploma, as defined by TEGL 28-04 means any credential that the state education agency accepts as equivalent to a high school diploma
  - Therefore, IEP diplomas only count if state ed. accepts them

# Comparison to Current Measures

- This measure is similar to a combination of the YY Diploma Rate and OY Credential Rate, but with a tighter definition of certificate
- Narrower denominator than current credential measure: includes only those in education
- Does not have employment component as the current credential measure does
- ISY now included even if still in school at exit

# Literacy and Numeracy Gains

Of those who are basic skills deficient:

Number who increase one or more  
educational functioning levels in lit or num

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Number who  
completed a year  
of participation

+

Number who exit  
before completing a  
year of participation

# Literacy and Numeracy Gains (cont.)

- Excludes persons who are not basic skills deficient
- Excludes all In-school Youth (measure applies only to Out of School Youth – this is a change from earlier guidance)
- Includes individuals with learning disabilities
  - TEGL 28-04 includes new language on testing youth with disabilities including accommodations and use of alternate assessment tools for youth with severe disabilities

## Literacy and Numeracy Gains (cont.)

- To be included in the numerator, an individual must advance one or more Adult Basic Education (ABE) or English as a Second Language (ESL) functioning levels
  - Gain can occur in literacy or numeracy – can pre-test at different levels in each category
- Levels consistent with Adult Basic Ed. National Reporting System (NRS)
  - See TEGL 28-04 Attachment D for updated Educational Functioning Levels for the NRS

# Literacy/Numeracy (cont.)

- Requires the use of the same standardized test for both pre and post assessments (pre-test must occur w/in 60 days of date of participation; can use pre-test from up to six months prior to participation date)
- Individuals should be post-tested by the end of one year of participation and compared to pre-test results obtained during the initial assessment
- If an individual continues to be basic skills deficient after the first 12 months of participation, they should continue to receive training in literacy and/or numeracy skills
- Participants should be post-tested and included in the measure at the completion of the 2<sup>nd</sup> year if they complete two years in the program

# Assessment Tool

- Must use one of NRS cross-walked tests or equate alternate test to NRS scale (by submitting to DOL for DOL/DOE approval)
- Tests cross-walked with ABE and ESL levels include:
  - Comprehensive Adult Student Assessment Instrument (CASAS)
  - Test of Adult Basic Education (TABE)
  - Adult Basic Learning Examination (ABLE)
  - Student Performance Levels for ESL
  - Basic English Skills Test (BEST) for ESL
  - WorkKeys (for the top 3 ABE levels)

# Literacy/Numeracy Implementation

- Adult Education system can help – have been using the NRS for 5 years & have expertise in it
- Adult Ed has rates around 35-40% - it is ok to have relatively low rates given the population to be served
- WIA programs should leverage Adult Ed. resources, don't need to do it themselves

# Comparison to Current Measures

- Creates specific focus on basic skills rather than broad focus on work readiness, occupational skills, and basic skills
  - Does not mean work readiness and occ. skills no longer important (impact of those skills will be seen in placement rate)
- Standard for success much higher than with less-defined skill attainment rate

# Current vs. Common Measures

- States should continue to ensure success w/ current measures, while transitioning to a focus on common measures
- Placement measure: focus on outcomes for all youth - credit in EER, YYR, & placement
- Certificate measure: focus on more legitimate, employer recognized credentials – will result in credit for credential & certificate
- Lit/Num: focus on basic skills for those deficient by using EFLs – credit in skill attain. & lit/num

# Current vs. Common Measures

- Major difference b/w 2 sets of measures is lack of ISY exclusion for placement and certificate common measures
- States should focus on serving ISY most in need that will need program services until graduation/GED attainment – education will increase success in labor market
- Consistent w/ new youth vision to serve the neediest youth

# Efficiency Measure

Program Appropriation Amount

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Number of participants

## Efficiency Measure (cont.)

- This is a cost/participant measure, not actually an “efficiency” measure
- The program appropriation level is the amount of federal funding authorized by Congress for the year
- Will be a Federal measure, not a measure states report on as part of incentives and sanctions
  - To be calculated at the federal level to determine an efficiency outcome for program overall

# Data Sources

- UI Wage Records and supplemental data sources will be allowable for employment related measures – this is a change from earlier guidance
- Administrative records will be data source for non-employment placements as well as degree or certificate & literacy/numeracy

# Contact Information

- Evan Rosenberg
  - Phone: 202 693-3593
  - Email: [rosenberg.evan@dol.gov](mailto:rosenberg.evan@dol.gov)